

# UIDAI

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**Social Inclusion and Aadhaar**

**Introduction & Concept Paper**

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## Preface

By and large, the **marginalized or vulnerable groups** subsist on the margins of society and are often **deprived of access to basic necessities** such as, health, education, housing, food, security, etc. owing to their inability to prove identity. **Inclusion of the vulnerable groups being the *summum bonum* and metaphorically speaking, the heart and soul of Aadhaar project**, needs to be examined both from the point of its capacity and its limitation in effectively delivering to the marginalised, an enabler that would facilitate them to break the vicious circle of poverty and deprivation.

Special care needs to be taken by the Registrars/ Enrolling Agencies while conducting enrolments of the marginalised and vulnerable groups or, people with special needs. Evidently, enrolment process of members of the marginalised group needs to be suitably refined to take into account their special concerns.

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## 1. Marginalized and Aadhaar

For the poor, whether in rural or urban areas, lack of any documents to prove their identity works in a circular way where they find it difficult to extricate from the throes of poverty and condemns them to remain in a vicious circle of poverty. An inability to prove identity can be a big barrier to accessing public benefits and subsidies. Concomitantly, the poor and marginalised are denied the opportunity to lead a life of dignified existence.

2. Hence, one of the focus areas while designing the enrolment process at UIDAI has been inclusion of the marginalised i.e. those who are denied access to resources for want of an identity. The target population of marginalised residents may comprise the following:

- Persons with disabilities
- Migrants;
- Homeless persons;
- Destitute;
- Drug Addicts,
- Domestic Workers;
- Prisoners, including Juvenile delinquents in institutions;
- Patients suffering from diseases like, leprosy that results in isolation from society;
- Widows/ Aged Residents/senior citizen and;
- Such vulnerable groups like Sex-workers/transgender.

3. From the UIDAI's perspective, the marginalised would encompass those who have limited or no access to welfare services of either the Central Government or the State Government because of special physical or economic or social conditions, and hence are most vulnerable to harassment, exploitation and a life of deprivation. Many public services require proof of identity and lack of such a document becomes an impediment in accessing services. Inclusion of the marginalised helps a resident get an identity, recognizes her/his existence, and also helps the State in reaching out to the resident for delivery of various welfare programs.

4. There are number of Civil Society Organisations (CSO's) workings closely with marginalised residents for their welfare. Many of the marginalised can be identified with an institution or an organisation that works for their socio-economic welfare. For instance, a visually handicapped can be identified with and thereby 'associated' with the National Institute of Visually Handicapped (NIVH) or NGOs' working within NIVH's domain. As another example of 'associated' residents, the 'old age' or 'elderly' residents can be identified with, and thereby 'associated' with Old Age Homes, Cheshire Homes, or NGOs working under the aegis of Ministry of Social Justice and Empowerment.

5. While there are big banner NGOs/CSOs, a large number of small scale organisations that are on a day-to-day interaction with the poor / marginalised groups may not be 'visible' to the Registrars / ROs. The IEC campaign needs to bring such organisations on board who would help Aadhaar reach the last mile in social inclusion.

6. Aadhaar has tremendous potential in providing access to public services for the marginalized and bringing them under a cover of ‘social security’, provided by various organizations. The first step towards doing the same is to enrol them and give them their unique identity in the form of an Aadhaar.

## 2. Enrolment of the marginalised

1. Planning for enrolment of the marginalised / vulnerable groups can be divided into two categories:

- a. The first category would comprise marginalized individuals who have access to one or more of the supporting documents prescribed by UIDAI.
- b. The second category would be of those who cannot provide any document to prove their identity

2. **Marginalised residents possessing a PoI/PoA document:**

To target this category of residents, we can identify organizations / institutions who are directly associated with their welfare and therefore can reach and ‘own’ such populations. Not only can such institutions provide data on marginalised groups, but also assist by way of providing resources to facilitate their enrolments.

Enrolling such residents is relatively easier. The Regional Offices need to play a pro-active role in interfacing with the institutions/organisations associated with the welfare of marginalised and hand hold enrolments by actively advising Registrars and EAs to set up enrolment camps, if need be in the premises of such institutions.

3. **Marginalised people who cannot provide any PoI/PoA document:**

It is the second category of the marginalised who afford a significant challenge for getting them enrolled in the absence of any documentary proof with them. For such residents, the Introducer system appears to be the only viable alternative.

4. **Introducer Concept – Present Status and Challenges**

(i) In the document based enrolment, UIDAI mandated details i.e. name, date of birth, and address tendered by a resident at the time of enrolment need to be verified against documents furnished by the resident. Based on the recommendations of the Demographic Data Standards and Verification Procedure Committee (DDVSP Committee), UIDAI has approved an exhaustive list of documents that can be furnished by the resident to testify the mandatory data.

(ii) However, at every geographical location, there may be a cohort of people who lack access to any form of documentation. In such cases, the introducer based enrolment concept was recommended, wherein a person who has been pre-enrolled into Aadhaar and notified as an Introducer by the Registrar could also introduce residents at the time of enrolment. This concept has a parallel in banking system where an introducer is often required at the time of opening a bank account. The

basic philosophy behind enrolment through an Introducer was that the resident should have ease of enrolment and choice of modes of enrolment.

(iii) The Introducer concept has had mixed results. While it has been used by a few Registrars to enrol the marginalized, most of the Registrars have accorded it low priority while planning enrolments. Most of the Registrars have been focussed on document based enrolments.

### **3. Enrolments of the Marginalised / Vulnerable groups – Role of Introducers and learning from field:**

(i) One successful endeavour has been the efforts of Mission Convergence in Delhi.

Name of Registrar: Mission Convergence

Location: Delhi

Launch Date: October 02, 2010 (4 days after national launch of UIDAI)

Name of Enrolment Agency: IL&FS

Name of Partner / Undertaking Agency: St. Stephen's Hospital

Use of Introducers: High

(ii) Mission Convergence <http://www.missionconvergence.org/> is an organization which works towards providing welfare services to the under-privileged in a transparent, convenient and cost effective manner. Mission Convergence became UIDAI's Registrar to enrol the Homeless residents in the National Capital Territory of Delhi. The model worked because Mission Convergence worked with NGOs', who in turn, worked very closely with the under-privileged residents. NGO workers or the 'Undertaking Agency' workers became Introducers upfront, and their Aadhaar numbers were generated on a priority basis, which enabled the enrolment agency to enroll the target population, most of whom had no address proof. The homeless people did not have any address, and hence the 'Undertaking Agency' or the NGO helped them on that front by letting them use the address of the offices which was most accessible to the homeless. In order to map Aadhaar letter of the homeless person to the right person, the person's unique code was used in the address. The unique code was provided by Mission Convergence.

### **4. Learning from Mission Convergence – the UA Model**

(i) Registrars and Enrolment Agencies can achieve a lot and enrol a lot more marginalised people if they work with 'Undertaking Agencies' (UAs). These agencies could be NGOs, Home for the Disabled, Prisons, Leprosy Centres, etc. In order to reach out to these institutions, Registrars and EA's can get in touch with government institutions such as Ministry of Social Justice and Empowerment, National Leprosy Eradication Programme, etc.

- (ii) The Undertaking Agencies may need to agree to let the residents use their official address in the 'resident address' field, in cases where residents have no address. Dedicated efforts by UIDAI Regional Offices and Registrars to identify suitable UAs and working closely with them to enrol the marginalized are an important element of the UIDAI strategy for social inclusion and to reach out to the marginalized.
- (iii) *In such cases, where resident does not have an address e.g. the homeless, special camps may be setup for delivery of aadhaar letters at the site of enrolment camps which may have some simple authentication. This will help Residents not only in understanding the authentication, but also avoid any wrong delivery or any possible grievance/ complaint.*
- (iv) Such a provision has already been introduced under clause 10, Chapter II of the draft National Identification Bill 2010, which reads as\_ "*10. The Authority shall take special measures to issue aadhaar number to women, children, senior citizens, persons with disability, migrant unskilled and unorganised workers, nomadic tribes or to such other persons who do not have any permanent dwelling house and such other categories of individuals as may be specified by regulations.*"
- (v) It is important to note here that Undertaking Agencies should not be an additional 'technology object' in the UIDAI model of enrolments, or else, it will put a load on UIDAI technology infrastructure. The Undertaking Agencies such as NGOs should not be expected to sign any contractual agreements with the Registrar, or take on any liability barring the usual prescribed in the resident enrolment manual for introducer based enrolments.
- (vi) Field experience gained has thrown up a few fundamentals that must be adhered to when reaching out to members of the marginalized and vulnerable groups. These fundamentals can be summarized as hereunder:

Choose the right institutional partners such as, NGOs; CSOs that can help mobilize the vulnerable groups. It is the choice of the institutional partner that determines the success of such camps.

Focus on the needs and concerns of the Enrollee.

Useful to know about the existing program or work already done in identification of your special needs group in the area so that this can be leveraged. For e.g., the survey of the homeless undertaken in Delhi by Mission Convergence

Enrolment of vulnerable groups entails a detailed sensitization exercise of all the workers, especially the Operator. It also helps to strengthen the operator's hand by providing him support from trained personnel/volunteers committed to the cause of the special group.

Ensure designated Introducers are reliable and readily available to discharge this function.

## General Thumb rules for all Special Categories

1. While each category of marginalized and vulnerable e.g. elderly, homeless, persons with disabilities may call for special attention, there are a few common points that need to be kept in sight, viz;
  - a. The operator will not be able to conduct as many enrolments as (s)he normally does. Registrars / EA should desist from putting pressure on operators to scale up enrolments.
  - b. In case of marginalized / vulnerable groups, the likelihood of poor quality biometrics is higher. Under the current analytics system, this bad Biometrics of resident is attributed to the operator's lack of skills, which in turn, makes him a candidate likely to be blacklisted. The analytics portal needs to take care of this important difference between the poor quality of biometrics of the resident per se and poor quality of biometrics due to negligence of the operator.
  - c. Capturing Biometrics can be more time consuming than usual. Need to familiarize the resident with the biometric enrollment prior to starting enrolments, so that they know what to expect.
  - d. Utmost patience and courteous behavior from Registrar / EA personnel.
  - e. Have a support team of trained personnel/volunteers at site to address the needs of those awaiting enrollment.
  - f. It would be preferable for enrolment camps to reach as close to the marginalized residents as possible (where they dwell) by organizing special enrolment camps, to facilitate inclusion, with the help of NGOs/SHGs etc. (credible organisations) who have been conventionally perceived to be advocates of the marginalised and vulnerable groups.
  - g. Access/Ramp Access to the building and the enrollment station must be carefully ensured in camps
  - h. Clear Signage indicating access needs to be provided
  - i. A disabled friendly toilet, accessible by a wheel chair, with grab handle near the WC is desirable.
  - j. Sensitization and awareness workshops especially for 'soft skills enhancement' held in advance for the Camp Coordinators and the operators are very useful.
  - k. It's a good strategy to conduct the camp while these people have gathered for some purpose e.g religious congregations. It saves the effort to mobilize them.
  - l. Print and electronic media may not always work for the homeless; loudspeakers, posters on rickshaws, workshops and street plays do.
  - m. An effective strategy to enroll children could be to set up centres in schools where the school principal can issue PoI and PoA documents.
2. A few special features that need to be kept in mind while designing enrolment of people with special need namely;



## A. The Elderly Residents

- (i) Setting up enrollment centers in Homes for the aged helps.
- (ii) Camps in RWAs (Resident Welfare Associations) especially for the Elderly, on a designated set of days enables enrollment in familiar surroundings without the need to travel.
- (iii) Ensure that the elderly residents do not wait for very long. Set up a token system and stay with the timings.
- (iv) Ensure that the EC is on the ground floor and has wheel-chair access, availability of toilet, drinking water and adequate seating.

## B. The Homeless

- (i) Surveys carried out during the night hours, with mobile teams; help identify the target population better. Enrollment camps work best when scheduled in the late evening and at night.
- (ii) The elderly homeless flock to religious places. Reach out on special days like Tuesdays, Fridays and Sundays.
- (iii) Individual homeless males are best reached out during late evening hours and the night.
- (iv) The unorganized work force amongst the homeless, the rickshaw pullers and rag pickers, are best reached out through the contractor.
- (v) Institutions like the Homeless Resource Centres (HRCs), which are run by the designated NGOs on behalf of the Government, are key to distributing the Aadhaar letter.

## C. Women from Economically Weaker Section (EWS)

- (i) Advance Mobilization through the Institutional partners of government departments/institutions and partner NGOs to provide momentum.
- (ii) Leveraging existing information distribution networks, such as Gender Resource Center (GRC) coordinators or Field workers, for informing residents about the location and duration of enrolment camps.  
Anticipating the need for Introducers in advance and empowering existing field staff to serve in this function before camps are set up.
- (iii) Ensuring that as far as possible enrolment camps have clearly designated space in GRCs buildings and don't disrupt the regular activities of these institutions or confuse residents.
- (iv) Putting in place a token system to avoid crowding at the enrolment center.

## D. Special enrollment camp for persons with disabilities (PWD)

- (i) PATIENCE is the key to dealing with PWD.
- (ii) Operators and other people involved in such camps should be fully sensitized to the needs of PWD. Holding a workshop is very effective.
- (iii) The very purpose of holding special camps is to make enrolment as convenient as possible for PWD. Special needs of PWD have to be taken care of. Check-list to make the centre Disability friendly is to be complied stringently. Waiting area with sitting arrangement is must particularly for physically challenged people.
- (iv) Audio clipping may be run in waiting area for the visually impaired people.
- (v) Scheduling is necessary otherwise they might have to wait for entire day.
- (vi) It is better to have more machines to reduce the waiting time.
- (vii) Two/three volunteers are required help operator and PWD
- (viii) Provision of cleaning of hands especially of the physically challenged who use their hands to move around.
- (ix) A few enrolment centres should be PWD friendly. It should be displayed outside too. A chart at Annexure 'A' lists out Issues / Challenges (along with possible solutions) that may arise during enrolment of PWD.

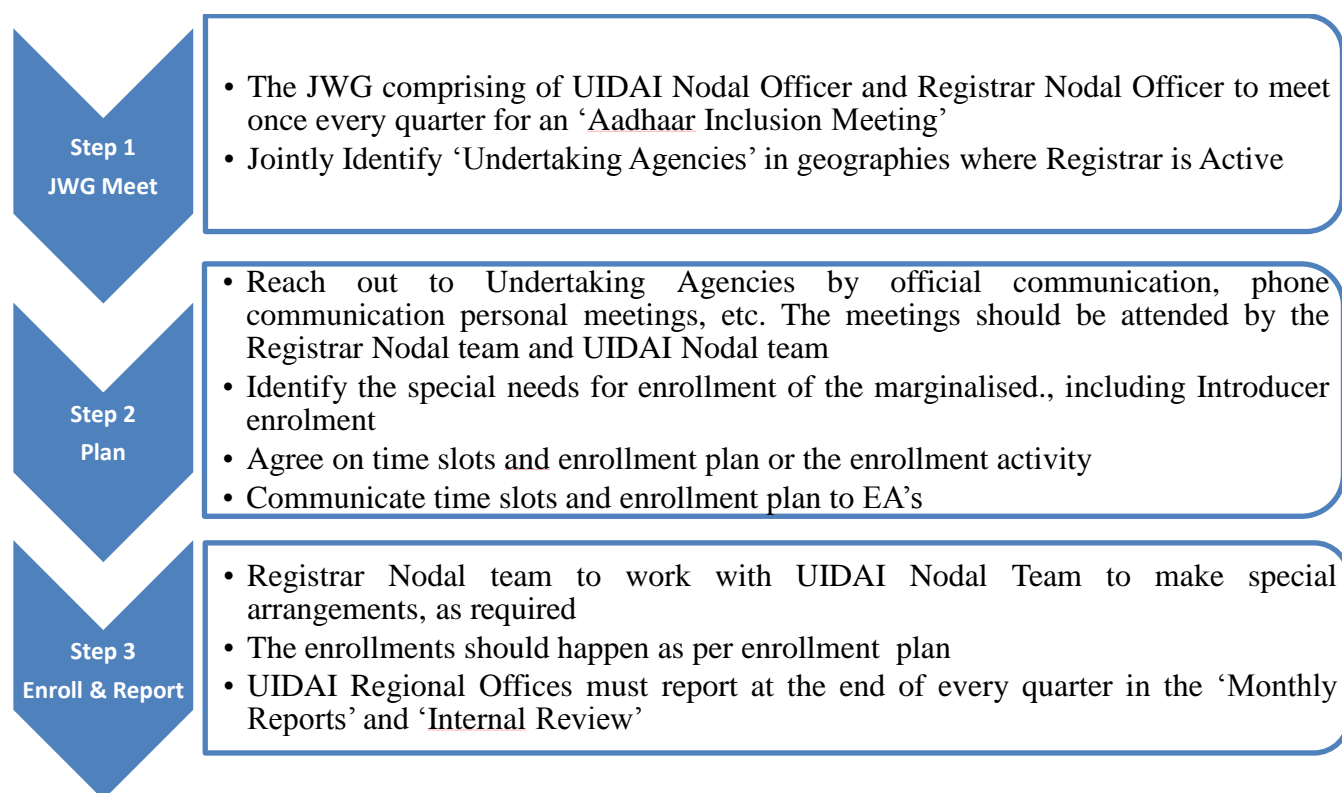
## 5. Next Steps

In light of the above, the following steps are recommended to ease enrolment of marginalized and vulnerable groups:

- Identify institutions / organizations that can assist in enrolling the vulnerable groups by way of providing an enabling environment and acting as Introducers, as the case maybe.
- Notification / G.O. be issued by the administrative ministry to institutions under their administrative jurisdiction that a designated official be notified as a 'primary introducer' who shall in turn act as a node for introducer tree down the line. Services of anyone down the tree can be utilized by the EA. Besides Introducer incentivization they must compulsorily be given ID cards – and certificates acknowledging their work as introducers.
- Specific enrolment camps targeting marginalized groups would need to be set up. This needs to be done in consultation with ROs.
- *The enrolments of such Special need residents may be flagged as 'SNR' (Special Need Residents) so that such cases are treated appropriately during QC check & processing. Such Supervisors/ Operators may be imparted specially designed training with some incentive for such work.*
- *Special camps may be setup for delivery of aadhaar letters of homeless at the site of enrolment camps or some permanent delivery camps could be designated, which may have some simple*

*authentication at the time of delivery. This could be intimated to such enrollees at the time of enrolment. Such centres could serve the purpose of Updation Centres as well.*

The diagram below represents UIDAI's 3 step Inclusion Strategy which starts with the coming together of the Joint Working Groups for this specific purpose, planning, and enrolment & reporting.



## I. Regional Office Reports on Inclusion of the Marginalized

UIDAI Regional Offices should report on the inclusion of the marginalised in the following format at the end of every quarter in the 'Monthly Reports' and 'Internal Review'. The format is as follows:

**Table 1: Summary Table with one row for each Regional Office (RO)**

RO Name	Names of Registrars with whom Aadhaar inclusion initiative taken for the quarter	Names of Undertaking agencies	Number of Marginalized Residents Enrolled
Bangalore			
Chandigarh			
Delhi			

Guwahati			
Hyderabad			
Lucknow			
Mumbai			
Ranchi			

**Table 2: Regional Office Table**

<Name of RO>

<Date from> to <Date to>

<b>Marginalised</b> (example: disabled)	<b>Category</b> Physically	<b>Name of UA(s)</b>	<b>Number of Enrollments</b>

## 6. Annexure 'A'

### Specific Recommendations for Categories of PWD Requirements for Different Categories

Sl. No.	Disability type	Issues/challenges	Possible solutions	Responsibility
1.	Visually challenged	<ul style="list-style-type: none"> <li>•Unable to fill out form independently</li> <li>•Inability to look at camera during iris Scan &amp; image capture</li> <li>•Inability to view information entered by operator</li> <li>•Inability to access enrollment acknowledgement slip</li> <li>•Inability to place fingers at appropriate place on finger print scanner</li> <li>•Iris may not be captured in certain cases</li> </ul>	<ul style="list-style-type: none"> <li>•Offer assistance in filling out form</li> <li>• Offer guidance towards directing blind resident to scanner and camera.(i.e. operator can provide instruction such as look right, look left, look upward or downward to blind resident.)</li> <li>•Reading information aloud while entering data allowing blind/low vision resident to listen the information which has been entered in the application</li> <li>• Offer guidance in placing fingers on finger print scanners.</li> <li>• Apply Aadhaar Exception Policies.</li> </ul>	Operators, Supervisors of EA
2.	Movement impaired	<ul style="list-style-type: none"> <li>• Unable to fill Aadhaar enrollment form</li> <li>•Unable to place fingers on finger print scanner</li> <li>• Unable to sign independently</li> <li>• In some cases missing fingers may be encountered</li> </ul>	<ul style="list-style-type: none"> <li>• Provide assistance in filling forms</li> <li>• Provide guidance in placing fingers on finger print scanner</li> <li>• Provide guidance in signing documents</li> <li>• Apply Aadhaar Exception Policies</li> </ul>	Operators& Supervisors of EA
3.	Movement impaired (Muscular Dystrophy)	<ul style="list-style-type: none"> <li>•Unable to move hands, stiff hands, difficult to unfold</li> </ul>	Physiotherapeutic exercise prior to enrollment	NGO partner/Camp Coordinator from NGO partner
4.	Movement impaired	<ul style="list-style-type: none"> <li>•Poor quality of ridges in finger print scan</li> </ul>	<ul style="list-style-type: none"> <li>• Obtain finger print scan after cleaning the</li> </ul>	EA & NGO partner

	(Crawlers)	<ul style="list-style-type: none"> <li>• Unable to sit on chair for enrollment process make use of process</li> </ul>	scanner with cleaning solution <ul style="list-style-type: none"> <li>• Make use of adaptable chair or alternatively assist him/her to sit in chair by lifting him/her</li> <li>• Consider using armless chair</li> </ul>	
5.	Leprosy affected	Missing fingers in many cases. In some cases fingerprint can be captured	<ul style="list-style-type: none"> <li>• Apply Aadhaar Exception Policies</li> <li>• Clean with cleaning solution.</li> </ul>	Operators & supervisors of EA
6.	Hearing impaired	Unable to fill aadhaar application form Inability to communicate with EA Inability to comprehend IEC	<ul style="list-style-type: none"> <li>• Offer assistance in filling out form</li> <li>• Communicate with them through sign or writing</li> <li>• Provide visual IEC materials at enrolment centre.</li> </ul>	
7.	Development delay (Mentally challenged )	<ul style="list-style-type: none"> <li>• Unable to comprehend them Aadhaar enrollment process</li> <li>• Problem in capturing iris as these residents cannot understand despite repeated attempts</li> </ul>	<ul style="list-style-type: none"> <li>• Explain slowly to them or alternatively to their parent guardian accompanying them</li> <li>• Latest enrollment application allows operator to delete number of attempts enabling operator to capture iris of development delay</li> </ul>	Operator supervisors of these EA NGO partner & regional office, UIDAI
8.	Autistic	Unable to capture iris due to their inbuilt light which tends to scare these residents Unable to capture finger prints due to light which scare these residents Unable to comprehend Aadhaar enrollment process	<ul style="list-style-type: none"> <li>• Exercise utmost patience while dealing with these residents</li> <li>• It may require 3 individuals to carry out one such enrolment.</li> <li>• Interact with their Parents/ Guardians accompanying them.</li> <li>• Conduct family based enrollment camps where these residents can enroll with their family members in order to ease the process.</li> </ul>	Operator, Supervisors of EA UIDAI regional office & NGO partner

## Snapshots of Enrolments of Marginalised as a part of Mission Convergence, Delhi and also enrolments of widows of Vrindavan.



Enrolment of widows at Vrindavan

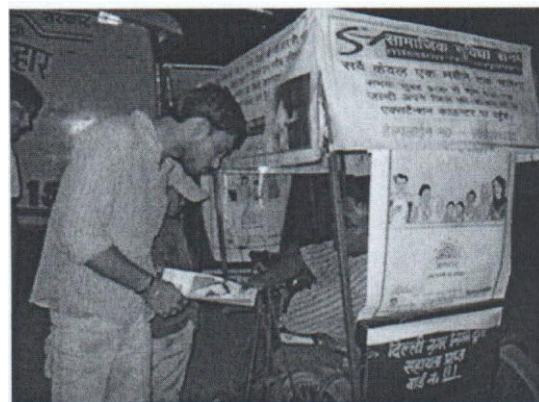




Enrolments at the Khushi Rainbow Girls Home for street children

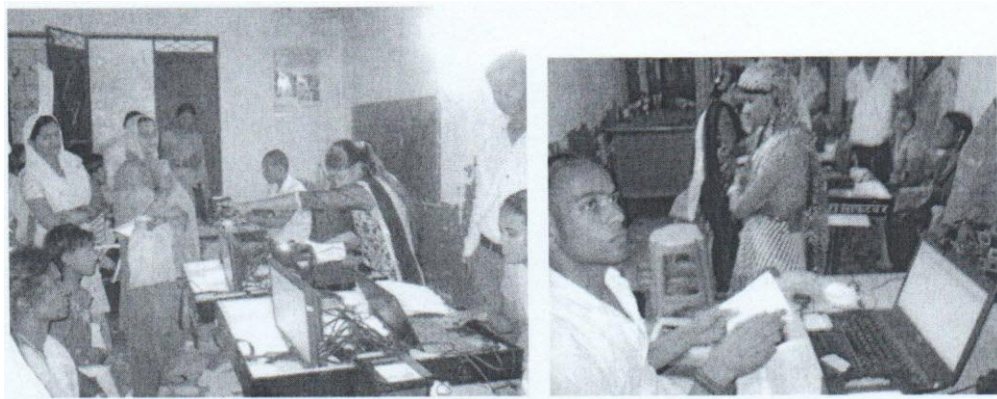


Delhi's 1st EC at the Homeless Shelter at Nizamuddin, Delhi

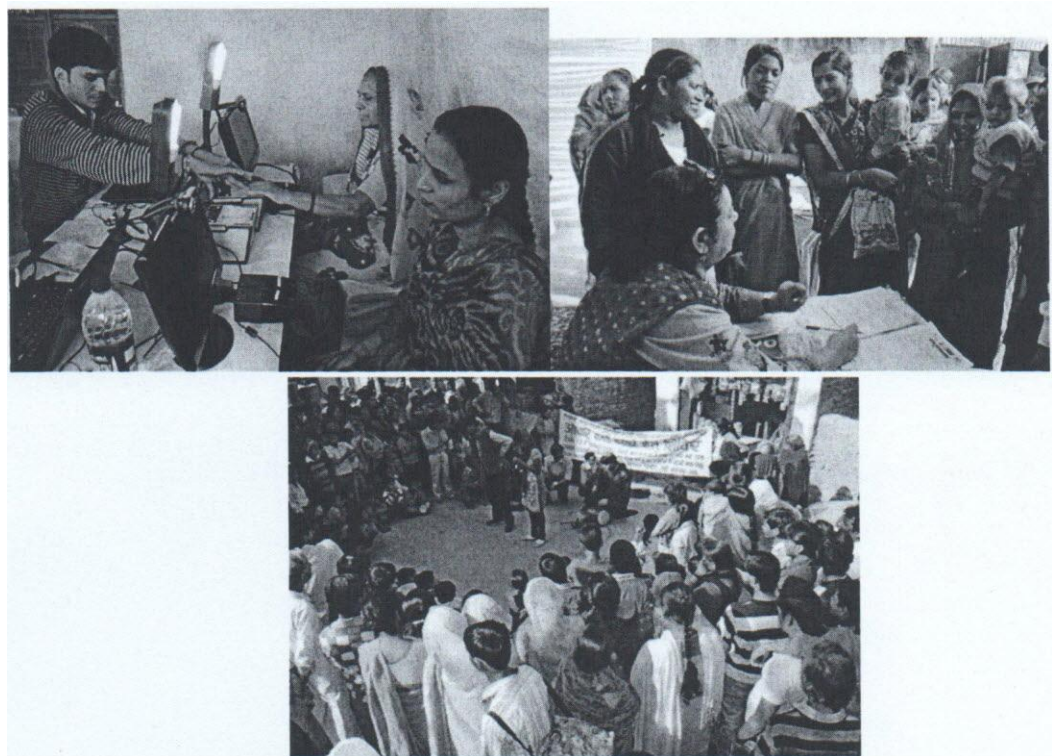


Mobilization activity for the homeless

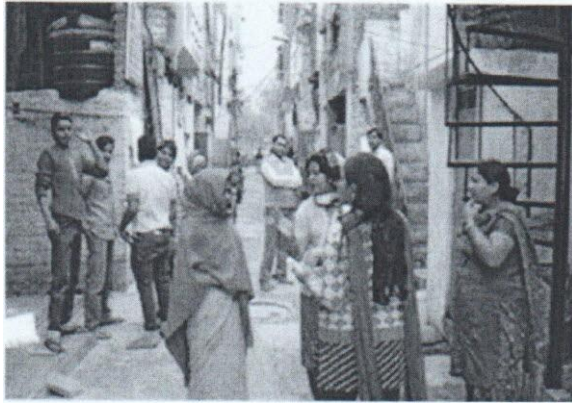




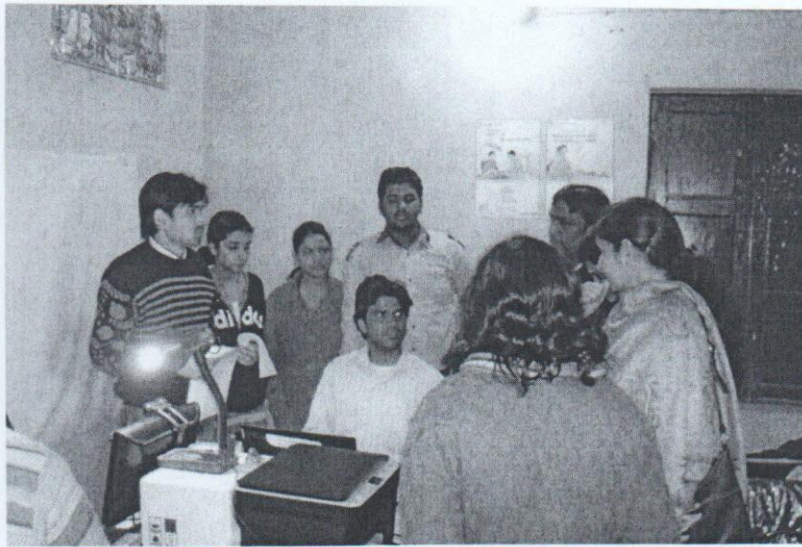
On 15th November 2011 a Special Camp for Chetanalaya an NGO organizing SHGs for women at Sangam Vihar was started.



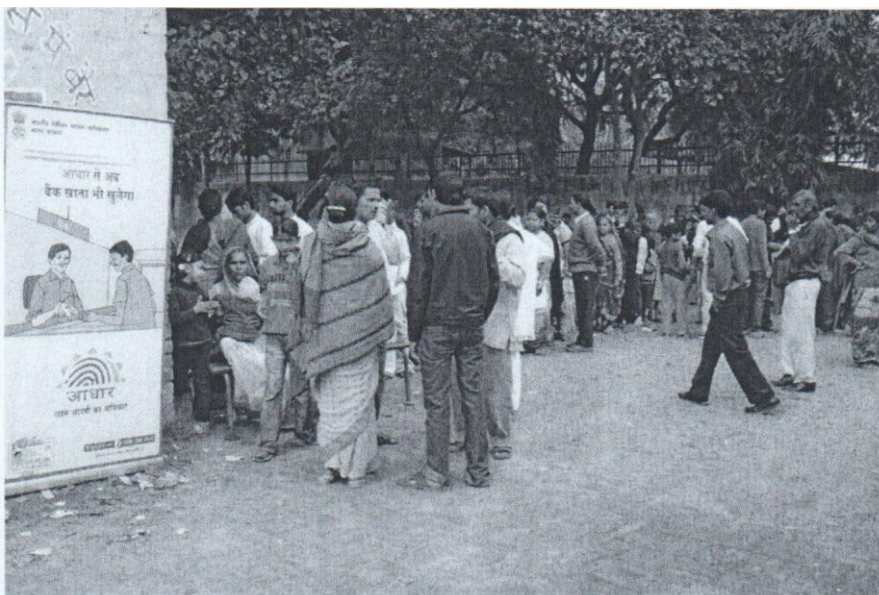
Special enrolments camp at 12 locations for Azad foundation for underprivileged women, including camps for female auto-rickshaw drivers.



Mission Convergence GRC coordinators sensitizing residents in Delhi



Mission Convergence enrolment centre at GRC, Y Block, Mangolpuri, NW Delhi



Residents at an enrolment centre run by DUSIB at RK Puram, SW Delhi